

# OUR LEGACY PLAN

## City of Damascus Comprehensive Plan

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# Council President Jackman Working Group Draft

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## EXHIBIT A

## Acknowledgements

Thanks to all the current and past community members, City Council ~~ors-~~  
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## Our Legacy Comprehensive Plan

[Forward to Our Plan](#) [Page 8](#)

[Introduction to Our Plan](#) [Page 8](#)

[What the Plan Does](#) [Page 8](#)

[Our Core Values](#) [Page 9](#)

[How to Use This Plan](#) [Page 10](#)

**CHAPTER 1 | CREATING COMMUNITY** [Page 12](#)

**Section One: Community Engagement** [Page 12](#)

[Our Community Goal](#) [Page 12](#)

[Overview](#) [Page 12](#)

[Community Engagement Policies](#) [Page 12](#)

**CHAPTER 2 | A HEALTHY COMMUNITY** [Page 15](#)

**Section One: Housing** [Page 15](#)

[Our Community Goal](#) [Page 15](#)

[Overview](#) [Page 15](#)

[People](#) [Page 15](#)

[Types of Housing & Housing Affordability](#) [Page 16](#)

[Existing and Needed Lands](#) [Page 17](#)

[Housing Policies](#) [Page 18](#)

**Section Two: Economic Development** [Page 19](#)

[Council President Comprehensive Plan –Final Draft 02 25 2014](#) [Page 8 of 72](#)



Our Community Goal	<u>Page 19</u>
Overview	<u>Page 19</u>
Regional Employment Trends	<u>Page 19</u>
Potential Strategies for Economic Development	<u>Page 20</u>
<del>Employment in Damascus</del>	
<del>Employment Projections</del>	
<del>Our Economic Strengths</del>	
Economic Development Policies	<u>Page 21</u>
<b>Section Three: Public Parks &amp; Open Space</b>	<b><u>Page 25</u></b>
Our Community Goal	<u>Page 25</u>
Overview	<u>Page 25</u>
Parks Inventory	<u>Page 25</u>
Parks Needs and Standards	<u>Page 25</u>
Public Parks & Open Space Policies	<u>Page 27</u>
<b>Section Four: Land Use &amp; Community Design</b>	<b><u>Page 29</u></b>
<del>Our Community Goal</del>	
Overview	<u>Page 29</u>
The Comprehensive Plan, Comprehensive Plan Map, _ Community Development Code and Zoning Map	<u>Page 29</u>
<del>Special Places</del>	<u>Page 32</u>
Land Use and Community Design Policies	<u>Page 34</u>
<u>Council President Comprehensive Plan –Final Draft 02 25 2014</u>	<u>Page 9 of 72</u>



## CHAPTER 3 | INFRASTRUCTURE Page 36

### Section One: Public Facilities Page 36

Our Community Goal Page 36

Overview Page 36

General Public Facilities Page 36

Public Facilities Policies Page 38

### Section Two: Transportation Page 40

Our Community Goal Page 40

Overview Page 40

Transportation Policies Page 40

## CHAPTER 4 | STEWARDSHIP OF OUR ENVIRONMENT Page 43

Our Community Goal Page 43

~~Overview~~

Natural Resources Page 43

Natural Hazards Page 43

The Natural Resources and Natural Hazards Inventory Page 43

Air and Water Quality Page 45

Natural Features Policies Page 47

## CHAPTER 5 | MANAGING OUR PLAN Page 50

~~Section One: Implementation~~

<u>Our Community Goals</u>	<u>Page 50</u>
<u>Why is this Important?</u>	<u>Page 50</u>
<u>How will the City grow over time?</u>	<u>Page 50</u>
<u>A Partner within the Region</u>	<u>Page 51</u>
<u>Damascus Development Code</u>	<u>Page 51</u>
<u>Updating the Plan</u>	<u>Page 52</u>
<u>Periodic Review</u>	<u>Page 52</u>
<u>Post Acknowledgement Plan Amendment (PAPA)</u>	<u>Page 52</u>
<u>Managing the Comprehensive Plan Policies</u>	<u>Page 52</u>

## Forward to Our Plan

We came by wagon or horse and by foot from all over. We settled in to have farms, nurseries, tend livestock and to run small businesses. And we raised families. Our families and neighbors worked, played, and helped each other. As time passed, our community grew. More of us then came that commuted to work in the surrounding Portland area. We wanted to raise our families in uncongested surroundings. We wanted to be in a rural environment.

Today, we are meeting a new challenge. We are within the Urban Growth Boundary for the Portland area. We will provide the infrastructure, housing, and employment required for population growth. We will do this and at the same time maintain our rural character, look after our natural features, protect our wildlife, and preserve property rights. This is Our Legacy. We will pass on this inheritance to our future generations for them to enjoy and appreciate. Please join us. After all, you are a part of Our Legacy.

The Damascus Comprehensive Plan provides guidance for planning our new City. As Damascus transitions from a primarily rural area to an area of Urban design the Comprehensive plan assists this transformation by describing the future character of our City. The revised plan meets our regional responsibility for population density and urban growth such as infrastructure, employment and housing needs while representing our Core Values which include a sense of community, rural character and economic fairness.

In preparation for this draft plan a great deal of effort was made to understand the above Core Values of the Community and their importance. A statistically reliable survey helped the President's Review Committee clarify the issues of concern to the Citizens of Damascus. It is obvious from the results of this Survey that we value our Rural Character and would like to see Stewardship integrated into the plan.

The Survey informed us to the following; that the vast majority of the population believes that:

- The Rural Character of the area should be protected.

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- Private property should be sheltered from the negative impacts of development.
- Growth should be controlled and concentrated in order to minimize sprawl and infrastructure costs, while conserving the special places and bucolic vistas.
- Protection of the environment should be a priority for the city planning and a key element of the policy.
- Fish and Wildlife habitat need protection and consideration.

Further it was indicated that the Citizens of Damascus felt the Plan should include:

- An efficient transportation system that facilitates local travel, maintains the rural feel and provides a range of transportation opportunities.
- A sense of community that is facilitated by open space and places for people to gather.

In sum these Core Values form the foundation of the efforts to plan and guide the changes to the previous draft plan. Our focus was to insure that provisions of the Plan are derived from these values. As stated "We value attractive, vibrant and well-designed sustainable communities developed in an environmentally responsible manner." Our effort in this draft was to insure that these Principles were kept in the forefront of the review process and are reflected clearly in the final draft document.

In pursuit of these values the following are among the changes made to the original draft plan as it was given to City Council.

- Inclusion of ~~Regional Standards~~ "Safe Harbor" Title 3 riparian zones with 50 foot set backs on all streams draining 10 acres or more.
- Twenty-five percent open spaces required on future residential and mixed used areas.
- Fifteen percent open space required on all future Employment and Industrial zoned development.
- Increased residential density in Employment Zones with development transfer from steep slopes.

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- Development on slopes greater than 25% limited to existing lots of record.
- Changes made within Industrial area zones to reflect greater flexibility to accommodate religious organizations.
- Minimum lot size for accessory dwelling is ¼ acre.
- Subdivision of existing lots within Legacy Neighborhoods is calculated and locked at time of approval of the existing plan by the voters. (No recalculation of lot sizes as subdivisions occur.)
- Clustering and Minimum Impact development is encouraged and standards are provided.
- Pursuit of tax incentives, development transfer and other similar opportunities to benefit property owners where land set asides are required.
- Fire suppression sprinkler systems are required in new developments with single family and two family residences. Incentives to include fire suppression sprinklers might consist of the possibility of development transfer to increase density, reduction of street size and the expanded use of cul-de-sacs.

## Introduction to Our Plan

Damascus is a very special place that is entering into a period of transformation from a rural residential and agricultural area into a more urban city. As Damascus grows, upholding the social, environmental, and economic rural fabric of the community will be both a challenge and opportunity. Damascans value the rural character of this community. *Our [Legacy Plan](#)* is a culmination of community engagement efforts led by neighbors who have volunteered their time to host coffee klatches and summer socials in their living rooms and backyards; preparing welcoming town halls; serving on committees, and council to discuss and create the vision for a complete community where people can live, work, play, shop and learn.

## What ~~the~~ Our [Legacy](#) Plan Does

The purpose of our Comprehensive Plan is to provide an overall guide for future growth and development in the City. *Our [Legacy Plan](#)*, will manage population growth, job growth, and public investments in infrastructure — such as our sidewalks, parks, drinking water systems, and stormwater systems — over the next 20 years in ways that will make Damascus a community where people can live, work, play, shop, and learn. It establishes a framework to help residents and businesses achieve common desires for the community. *Our [Legacy Plan](#)* provides direction to conserve natural resources and embrace new opportunities for innovation, economic growth, and overall health and well-being. *Our [Legacy Plan](#)* does this by serving as a guide for determining how to approve projects.

The Comprehensive Plan does this by:

- Mapping the location of residential, employment, commercial uses, and anticipated public investments.
- Identifying a list of capital projects and programs to invest in over the next 20 years.
- Guiding the location and character of private and public development
- Creating a framework for community processes needed to make land use and investment decisions.

As part of the community dialogue, Damascans identified several principles for guiding future growth. These principles, or Core Values, were refined and adopted by City Council in 2012. These Core Values are the foundation for developing the City's Comprehensive Plan.



***All of the Goals and Policies of the Comprehensive Plan and the provisions of the Development Code derive from these Core Values.***

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#### **Our Core Values Are...**

##### WELL-DESIGNED COMMUNITIES SPECIAL PLACES

We value attractive, vibrant and well-designed sustainable communities developed in an environmentally responsible manner and where people have the opportunity to live, work, play, shop and learn. In these communities, we value:

An efficient, safe, convenient, and financially feasible system of transportation with choices for all users

A diverse range of new businesses es and encouragement of industry that is environmentally compatible with our community— and the expansion of existing businesses

The sense of community created by providing inviting places for people to gather, to participate in caring for the community, and to celebrate Damascus as a special city.

##### RURAL CHARACTER

We value the rural character of Damascus, which is retained and integrated with urban development as growth occurs.— Rural areas in part, are characterized by pastoral agricultural landscapes (farms and nurseries, streams, wildlife and forested areas.

##### ENVIRONMENTAL STEWARDSHIP

We value the wise stewardship of natural areas and resources for current and future generations.— The design of new development will protect our special rural character to ensure the quality of our resources, including – but not limited to – clean water, high-quality fish and wildlife habitat, and healthy air quality.

##### ECONOMIC FAIRNESS

We value respecting the rights of all private property owners while working to achieve the long-term vision for the community.

Adopted by Resolution 12-304: May 7, 2012

## How to Use This Plan

Our [Legacy Plan](#), together with its supporting documents, serves as the City's official land use policy statement. It establishes broad City goals and specific policies and implementation strategies that will achieve these goals. The goals and policies, describe in words, Damascans' long term aspirations about future growth and development in the city. Throughout this document, you will see the following three terms:

**Goal:** A goal represents the long-term end point or ultimate outcome that the City hopes to achieve. It provides a general statement describing what Damascans' desire and describes the conditions that will result if all plan purposes are realized.

**Policy:** Policies state the specific means, methods, and courses of action that the City of Damascus will use to carry out and achieve the goals. The policies in this document begin with an active verb. The most common verbs are the following:

- Improve or Enhance: Improve current situation; increase; expand
- Establish or Create: Create things that are not there at all
- Encourage: Promote, to foster something that someone or a program is doing or could do
- Protect or Maintain: Keep what you have, conserve, maintain; preserve
- Reduce: Have less of something than in the current situation
- Consider: Think about, take into account

**Implementation Strategy:** Implementation strategies identify the specific documents, tools, or actions that will implement a policy.

The technical information that supports and implements the goals and policies are located in the appendices. The technical studies, maps, codes, master plans and other documents provide specific details on how the goals and policies will be implemented.

# CHAPTER 1

## CREATING COMMUNITY

### SECTION ONE

### COMMUNITY ENGAGEMENT

#### *Our Community Goal*

“Damascus is to provide the opportunities and encouragement for people to be actively engaged in civic affairs in the community.”

#### **Overview**

Damascus area residents initiated a grass-roots movement to incorporate as a City. The tradition of public involvement continued after the 2004 incorporation, with residents playing a vital role in the planning process. Residents’ involvement will continue to play a pivotal role in shaping the City’s future as it strives to remain an attractive, vibrant, and sustainable community where people have the opportunity to live, work, play, shop, and learn. In order to retain these values and ensure active and meaningful communication, the City has prepared a Citizen Engagement Program based on the following goal and policies:

#### **COMMUNITY ENGAGEMENT POLICIES**

**Policy 1:** Ensure information is available to citizens about: policies, land use decisions, meetings, City-sponsored events and volunteer opportunities through a variety of methods and make information easy to understand.

#### Implementation Strategies:

- Post the schedules of meetings, opportunities for participation, and meeting summaries and minutes of the Planning Commission and City Council on the City web site and at City Hall. Pertinent information regarding these meetings will also be included in the Damascus City News.
- Provide copies of agendas, staff reports, and other pertinent materials on the City web site and at City Hall for public review.

- Distribute public information to the media or others upon request (public notices in local newspapers).
- Make technical studies and other information used in the decision-making process available for public review. Describe how input will be used and provide a summary of information received.
- Maintain an information center at City Hall and provide staff to answer questions.

**Policy 2:** Encourage a variety of methods of engaging the public about policy and planning activities and seek assistance and advice of citizens affected by, or with an interest in, proposed policies and planning issues.

Implementation Strategy:

- The City will utilize the following public outreach tools as appropriate: e-mail, mailers, meeting notifications through local medial sources and City web site, phone calls, surveys, focus groups, and hosting meetings at the neighborhood and other City wide levels as appropriate.

**Policy 3:** Establish a committee to gather community input and feedback when appropriate.

**Implementation Strategy:**

- When establishing committees, the City shall:
- Clearly define the task or role of the committee or group, including the authority of the committee to provide the City with recommendations independent from the City staff.
- Assure that City staff provides adequate support within agreed staffing and budget priorities.
- Require a summary of committee meetings to be prepared and drafts of recommendations distributed and posted to the web site prior to subsequent meetings.
- Assure the involvement of appropriate agencies and other key stakeholders

when warranted.

- Consider geographic representation, diversity of members, and range of interest and opinions. Provide information to participants of committees to ensure that there is a common understanding about the following:
  - ❖ How recommendations are developed.
  - ❖ Opportunities to present minority and individual opinions.
  - ❖ Time commitments necessary to attend meetings and related activities.

**Policy 5:** Provide participants in land use hearings with a copy of the final decision and findings of fact.

Implementation Strategy:

- Notices will be made by USPS mail. Notice will direct citizens to the City web site where the decision, background information, staff reports, rationale for decisions, and information on appeal procedures can be found.

## CHAPTER 2

### A HEALTHY COMMUNITY

#### ***Our Community Goal***

“Damascus strives to establish residential areas that are safe, natural, healthful and attractive places to live. Damascus strives, to and provides choices and opportunities for people of all income levels and life stages which create a sense of community.”-”

#### **Overview**

Our community can help guide the quantity, type, and affordability of its new housing. There are always challenges planning for a variety of housing options in both existing neighborhoods and new residential areas. How to achieve housing options that match the changing demographics and lifestyle of the residents will be a task that we will face. This Chapter provides necessary information to guide housing policies within Damascus.

#### **People**

Analyzing population trends is an important part of evaluating Damascus’ current and future housing needs. Projecting the City’s population for a 20-year planning period and knowing the characteristics of that population helps to determine the overall housing need. It also helps answer the question: “How many new housing units will our community need over the next 20 years?” and “How much affordable housing does Damascus need?”

Over the next twenty years an additional 19,000 people may call Damascus home. Table 1 below, presents Metro’s forecast for population growth and new housing development in Damascus for the 2010-2035 planning period. The twenty year planning period shows households (99.6 of households) will be in single family housing types (single-family residential and rural single-family housing types), with 27 households (.4% of households) in multifamily housing types (multifamily residential and multifamily mixed-use housing types).—The Damascus City Council accepted the Metro forecast on November 19, 2012 through resolution 12-324.



**Table 1: Metro Forecast for Households and Estimate of Population, Damascus City Limit, 2010-2035**

Year	Households			Population	
	Single-Family	Multifamily	Total	Average Household Size	Estimated Population
2010	3,322	205	3,527	3.0	10,581
2015	4,646	190	4,836	2.9	14,024
2025	9,087	164	9,251	2.7	24,978
2035	11,700	217	11,917	2.5	29,793
<b>Change 2015 to 2035</b>					
Households	7,054	27	7,081		15,769
Percent	152%	14%	146%		112%
AAGR	4.7%	0.7%	4.6%		3.8%
<b>Change 2010 to 2035</b>					
Households	8,378	12	8,390		19,212
Percent	252%	6%	238%		182%
AAGR	5.2%	0.2%	5.0%		4.2%

Source: City of Damascus Housing Needs Analysis, 2013

### Types of Housing & Housing Affordability

The development history in Damascus has resulted in a low-density, rural housing pattern of single-family site-built homes, mobile homes on individual lots and in parks, with a few retail services. There are currently no identified multi-family developments in Damascus with the exception of residential care facilities and mobile home parks in the Carver area. The community has indicated they would like to retain a rural character to the extent possible for providing for projected growth.

Table 1 indicates that Damascus will need 7,081 new dwelling units for the 2015-2035 planning period. Damascus may develop a larger, more diverse business and employment base. With a wider variety of businesses, Damascus will have a wider variety of jobs and income levels. Workers at Damascus businesses will need affordable housing, including more affordable housing types as multifamily housing, single –family attached housing, and affordable single-family detached housing.

Table 2 shows the needed housing units by density based on the Metro forecast of population growth in Damascus between 2015 and 2035. The forecast shows land need in net and gross acres. *Net acres* refer to the amount of land needed for housing, not including public infrastructure (e.g., roads) or services (e.g., schools or parks). *Gross acres* refer to the estimated amount of land needed for housing inclusive of public infrastructure and services. The forecast indicates that Damascus will need about 747 net residential acres, or about 876 gross residential acres to accommodate new housing between 2015 and 2035. The forecast results in an average residential density of 9.5 dwelling units per net residential acre and of 8.1 dwelling units per gross residential acre.

**Table 2: Forecast of needed housing units by mix and density, Damascus, 2015-2035**

Housing Type	Percent	Density (DU/net res acre)	New Dwelling Units	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res acre)
<b>Single-family types</b>							
Single-detached	59%	6.4	4,178	653	18%	770	5.4
Manufactured in Parks	1%	7.0	71	10	15%	12	6.1
Subtotal	60%	6.4	4,249	663		782	
<b>Multifamily types</b>							
Multifamily	37%	36.0	2,620	73	10%	80	32.7
Single-family attached	3%	18.0	212	12	15%	14	15.7
Subtotal	40%	33.5	2,832	85		94	30.3
<b>Total</b>	<b>100%</b>	<b>9.5</b>	<b>7,081</b>	<b>747</b>		<b>876</b>	<b>8.1</b>

Source: City of Damascus Housing Needs Analysis 2013

## Existing and Needed Lands

### *Buildable Lands Inventory*

Like every city in Oregon, Damascus must provide enough buildable land to accommodate future housing need for a 20-year planning period. The buildable lands inventory serves as the starting point for crafting housing policies. For the purpose of analysis, “buildable” lands include those lands with no environmental constraints and committed to existing uses. A buildable lands inventory serves an important function for the Comprehensive Plan. The inventory shows the calculation of the amount of suitable, available and necessary land for residential use. The City’s Comprehensive

Plan map designates approximately 2,324 acres of land for residential uses which is adequate to meet projected land needs.

Damascus intends the Housing Policies listed below to help maintain and establish residential areas that are safe, healthful, and attractive places to live. Damascus will provide opportunities for a range of residential choices for people in the community.

### **HOUSING POLICIES**

- Policy 1:** Encourage flexibility in building and site design to promote safety, livability, and preservation of natural resources.
- Policy 2:** Create special development standards to ensure transitions between non-residential activities and residential areas where commercial or employment areas are adjacent to residential zoned land.
- Policy 3:** Ensure that areas developed or designated for multi-family development be compatible with adjoining land uses following design standards that do not detract from the character of existing residential areas.

## SECTION TWO

### ECONOMIC DEVELOPMENT

#### ***Our Community Goal***

“Ensure a prosperous, healthy Damascus [that respects our Core Values and](#) where residents have the opportunity [to live productive lives and to contribute to the community by having access to](#) jobs, affordable education, housing, healthy food, community spaces, transportation, and social and medical service options. “

#### **Overview**

Our community sits at a crossroads of rural and urban development. During the past 40 years, Damascus has evolved from a farming community into an increasingly large-lot rural residential community that includes some agricultural and forestry practices. Damascus’ economy has traditionally been rural in nature. Our community is steeped in history, and is a community that possesses a strong sense of place. Our community - values these characteristics and wishes to maintain its identity [by supporting its existing businesses while nurturing new enterprises which respect our Core Values.](#) ~~Damascus- must support its existing businesses while nurturing new enterprises.~~

#### **Regional Employment Trends**

Employment trends in the Portland Metropolitan Region have implications for employment growth in Damascus over 20-year planning period.

*Professional and business services provide one of Damascus’ BIGGEST economic development opportunities!* Professional and business services accounted for the largest share of employment growth between 2001-2011, adding nearly 2,900 jobs. The State forecasts that employment in professional and business services will grow by nearly 3,800 jobs between 2004-2014. Damascus currently has a number of professional and business firms, which the City may be able to use as a basis for attracting other firms. Damascus’ proximity to Portland, the Portland International Airport, and community character may attract professional business services to Damascus.

*Retail trade will grow with increases in Damascus’ population.* The City should expect to attract community and neighborhood retail facilities.

*Damascus could see strong growth in construction trades. The City will initially see strong growth in housing with some retail and services to support the community.— This growth will create demand for construction jobs — some of which will locate in Damascus.*

*Industrial development in Damascus may be dominated by small-scale specialty manufacturers until infrastructure to support large manufacturing is developed. For example, Damascus may attract types of firms that have located in the Pioneer Industrial in Canby, Oregon or Four Corners Industrial Park located in Molalla, Oregon.*

*Damascus can expect Growth in education and health services, especially as population grows. The development of medical facilities in Happy Valley may result in spill-over employment in Damascus.*

*Clackamas County and Damascus have a larger share of home-based employment than the Portland region or state averages. About 7% of Damascus' residents work from home, compared with 8% of residents of Clackamas County and 6% of residents of the Portland region. Damascus residents have said that home based employment is an important component of the community's economy. As Damascus grows these businesses may expand and employ more people and need additional space for operations.*

#### **Potential Strategies for Economic Development**

- Encourage entrepreneurial activities. The City should support and encourage home-based businesses and market the existing amenities: businesses and residents can enjoy access to recreation, green living, and be close to the airport. Schools, trails and lots of semi-private meetings space options (e.g. cafes, restaurants parks with services, etc.) are important as well as in supporting home based businesses, small business owners and entrepreneurs .
- Go green. Damascus has an opportunity to be a model for resilient buildings. When new development occurs consideration should be given to innovative approaches to design and construction that focus on livability and safety. These include:
  - ❖ Building design to be energy efficient
  - ❖ Design buildings for future flexibility use

### ❖ Design for the use of local materials and products

- Infrastructure is the key to economic development. The City should coordinate infrastructure investment with land use designations. This means that the City will plan for adequate capacity to serve growth in the long term and that the City will not expect significant development to occur until the capacity is available and that it will seek to make that infrastructure available at points when the market can most immediately respond.
  - Focus on the basics. Jobs won't come if the City doesn't focus on fundamentals: good infrastructure, good schools, and quality of life.
  - Damascus should work within the market. This means that 1) the City will not try to force economic development at inappropriate times and locations, 2) the City will make strategic investments that help guide private investment, and 3) the City will track regional, national, and global industry trends and create opportunities to respond to these trends.
- Strategically let services lead the way. Retail and service industries will develop along with population.
- ~~Encourage entrepreneurial activities. The City should support and encourage home-based businesses and market the existing amenities: businesses and residents can enjoy access to recreation, green living, and be close to the airport. Schools, trails and lots of semi-private meetings space options (e.g. cafes, restaurants parks with services, etc.) are important as well as in supporting small business owners.~~
- ~~Go green. Damascus has an opportunity to be a model for resilient buildings. When new development occurs consideration should be given to innovative approaches to design and construction that focus on livability and safety. These include:~~
  - ❖ ~~Building design to be energy efficient~~
  - ❖ ~~Design buildings for future flexibility use~~
  - ❖ ~~Design for the use of local materials and products~~

## **ECONOMIC DEVELOPMENT POLICIES**

**Policy 1:** Capitalize on strengths and opportunities within the community and region to attract future employment

Implementation Strategy:

- Work with Clackamas County's Business and Economic Development Team to attract and assist businesses.
- Coordinate ~~with public schools, community colleges, universities and~~ other educators to provide courses within the City helping to create an educated workforce.

**Policy 2:** Create economic development strategies that best meet the needs and desires of a growing community.

Implementation Strategy:

- Work in collaboration with agencies and organizations with expertise in the areas of community and economic development to leverage resources and pursue mutual interests.
- Join the Clackamas County Main Street Program.

**Policy 3:** Encourage a diverse range of employment opportunities

Implementation Strategy:

- Designate land uses on the Comprehensive Plan and Zoning maps to accommodate no less than the land needed to meet the economic development goals of the City for a 20-year period.
- Designate neighborhood commercial and mixed use zones to encourage appropriate retail development near residential zones.

**Policy 4:** Support and encourage commercial and industrial development to meet the future needs of the community and region

Implementation Strategy:



- Develop codes to meet economic development objectives and encourage an appropriate mix of uses in commercial and industrial zones.
- Allocate sufficient large acreage industrial lands to meet the future needs as identified in the City's most current Economic Opportunities Analysis- [while acknowledging that needs may change over time.](#)

**Policy 5:** Establish economic development policy, programs and districts that support the provision of family wage jobs.

**Policy 6:** The City shall seek voter approval of financial systems necessary to fund infrastructure needed to support economic development.

**Policy 7:** Encourage an entrepreneurial climate for existing and new businesses.

Implementation Strategy:

- Ensure infrastructure, such as Internet access, cable and other utilities, is provided throughout the community.
- Create an understandable, efficient, and fair land use process for the administration and consideration of planning applications of all types
- Minimize the regulatory environment by focusing on the laws, regulations that really matter in balancing the interests of individuals and the community and focusing on helping rather than hindering the people involved in development and construction activities on their land.

**Policy 8:** Create a unique economic foundation, as the city develops, based on its rural past by providing opportunities and support for home based businesses and agriculture based businesses to locate and thrive.

Implementation Strategies:

- Ensure home-based businesses are supported in the Development Code with provisions to mitigate negative impacts on the surrounding neighborhood.
- Develop small business incubators and districts [that encourage entrepreneurs and](#)

[respect the community's Core Values.-](#)

**Policy 9:** Support existing farms, nurseries and sustainable forest production and associated activities to help them remain viable businesses.

Implementation Strategy:

- Establish opportunities to protect existing farms, nurseries and commercial forests until such time as property urbanizes.
- Encourage local bid contracts with producers for goods used or served in City facilities.
- Encourage sustainable agriculture, horticulture, and forestry production methods within the City.
- Minimize land use conflicts between urban development and farms through Development Code standards.
- Allow activities supporting enhancement of farm and forest income such as agri-tourism, special events, farm-stays, educational retreats, and more.
- Encourage vertical integration in the economic use of natural resources spanning growing, processing, storage, distribution, and retail sales of local agriculture and timber products.
- Be proactive in encouraging long-term maintenance of agricultural land and associated activities.

**Policy 10:** Encourage local food production as part of the economic development and access to healthy food strategies for the community and region.

Implementation Strategy:

- Establish land use protections for urban food production and distribution activities in the Development Code to improve access to healthy food.
- Explore the use of form-based codes to encourage food production either by-right or as a Conditional Use for uses such as green roofs, urban gardens and farms, and small-scale food production, processing and distribution.

- [Apply Use](#) land use agreements to allow vacant or underutilized public lands for food production [as appropriate to maintain rural character.](#)

## SECTION THREE

### PUBLIC PARKS & OPEN SPACE

#### ***Our Community Goal***

“Damascus is to complement our rural character with a park and open space system contributing to an extraordinary livable community while creating a sense of place.”

#### **Overview**

Our community shares its borders with park providers including the cities of Happy Valley and Gresham, and the North Clackamas Parks and Recreation District.—The Clackamas River is a recreation source for the entire region and runs through Carver. In order to provide the best possible recreation opportunities for Damascus residents, parks planning will build upon regional opportunities for cooperation, coordination and other partnerships with other jurisdictions.—Partnerships will be required to meet the growing needs for parks while improving the quality of life in Damascus. Parks enhance a community's quality of life in many ways.—Parks not only provide residents with a place to relax and play, they provide open spaces, havens for wildlife, and can serve to preserve wetlands.

#### **Parks Inventory**

The City of Damascus purchased its' first property for park development in 2012.—This fourteen (14) acre property was purchased with 2006 Metro Natural Areas Bond Local Share Funds and will be developed into a park within the planning period.—Metro owns one-hundred (100) acres of open space along the northern boundary of Damascus. North Clackamas Parks and Recreation District owns roughly 7.7 acres within the Trillium subdivision.—The City of Damascus has developed a Concept Plan to develop roughly an acre of this property with active and passive recreational uses.—Trillium Park is slated for construction in the summer of 2013.—The Damascus Civic Club, a private citizens group, owns and operates Damascus Centennial Park, a small developed park adjacent to the Damascus Square Shopping Center.—Private and public schools, including the Damascus Middle School, Deep Creek Elementary, and the Damascus Christian School also offer recreational facilities.

### Park Needs and Standards

Residents have indicated that as the community grows, there will be a definite need to maintain and increase the amount of parks and open space.—The City will make a commitment to include parks and open space in general land use planning decisions. Based on Damascus' population in the year 2035, the park standards indicate that the community will need 450 acres for parks and open space for a community of its size. To achieve the community's need for more local park and recreation opportunities as our community grows, especially neighborhood parks and play fields, the guidelines in Table 4 presents Damascus' development standards for parks.

**Table 3: Park standards for 2035 population forecast**

Park Type	Standard	Total Acres	Standard Park Size	Number of Parks
Mini Park	No standard	No standard	No standard	No standard
Neighborhood Park	1 acre/1000	30 acres	3 to 5 acres	6 to 10
Community Park	3 acres/1000	90 acres	20 to 30 acres	3 to 5
Natural Area Parks	10 acres/1000	300 acres	No standard	No standard
School-Park	No standard	No standard	No standard	No standard
Special Use Areas	No standard	No standard	No standard	No standard
<b>Targeted Total</b>	<b>15 acres/1000</b>	<b>450 acres</b>		

**Table 4: Damascus Service area standards for Public Parks**

Park Type	Standard	Number or Parks
Mini Park	No standard	No standard
Neighborhood Park	½ mile access to new development, uninterrupted by arterial and collector roads	Dependent on development patterns
Community Park	2 mile access to all residents	4
Natural Area Parks	No standard	No standard
School-Park	No standard	No standard

Special Use Areas	No standard	No standard
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Note: These standards represent the standard for publicly owned and accessible parks. Other parkland and open space may be required in the development code as part of the subdivision and development requirements.

### **PUBLIC PARKS AND OPEN SPACE POLICIES**

**Policy 1:** Create ~~passive and active recreational opportunities~~ throughout ~~the~~ community for all ages and abilities.

**Policy 2:** Integrate parks and open spaces into neighborhoods, employment areas, and commercial areas so they are safe, convenient, and accessible.

~~**Policy 36:** Protect the rural character and history of Damascus by preserving heritage farms, historic resources, and scenic views for parks and open space.~~

**Policy 43:** Encourage partnering with other agencies, schools, organizations, and community groups to leverage funds and sharing of facilities for parks and open spaces.

**Policy 54:** Provide a network of off-road pathways linking parks, open spaces, neighborhoods, and commercial areas as land divisions occur and areas develop. Emphasis should be placed on utilizing natural areas for the pathways and protecting the special places that reflect the area's heritage and history.

**Policy 65:** Contribute to the regional green spaces, by preserving and linking regionally significant open space areas, parks, and regional trails.

~~**Policy 6:** Protect the rural character and history of Damascus by preserving heritage farms, historic resources, and scenic views for parks and open space.~~

**Policy 7:** Promote use of land with natural features and resources as parks and open space maximizing their protection while meeting recreational needs.

Implementation Strategy:

- Develop a Parks and Open Space Master Plan and a Trails Master Plan for the City of Damascus.

- Require best management practices for public safety in the development of parks and open spaces.
- Consider ~~potential impacts to adjacent properties regarding park and trail~~ placement and design. Design aids such as vegetative screening and fencing should be considered to limit potential negative impacts to property owners where appropriate.
- Provide signage to discourage trespassing by trail and park users onto adjacent property where appropriate.
- Encourage assistance by volunteers and/or volunteer groups for park and trail monitoring and maintenance to help reduce vandalism and maintain safety.
- Incorporate parks, open space and trail corridors into the planning and design of all new development to maximize user accessibility and safety and minimize negative impacts to adjacent properties.



## SECTION FOUR

### LAND USE & COMMUNITY DESIGN

#### Overview

This section of *Our [Legacy Plan](#)* serves as a guide to show areas and basic policies for residential, commercial, industrial, recreational and natural resource land uses. A number of basic considerations have been taken into account to determine the location and amount of land needed for the various types of land uses. Some of these considerations include projected growth and its probable distribution, existing and projected development patterns, and types and quantity of needed services and facilities.—Land use and community design [that encourages appropriate development and use of land required to meet the orderly for the needed](#) residential, commercial, [habitat](#), industrial, recreational, and public services needs [for](#) ~~of~~ our community.

#### The Comprehensive Plan, Comprehensive Plan Map, Community Development Code and Zoning Map

One of the purposes of *Our [Legacy Plan](#)* is to assure that the City of Damascus provides different types of land in the City that can accommodate different types of uses.—All property within Damascus City limits falls into one of the designations shown in the table below.—The Comprehensive Plan Map shows the location of the designations and Table 6 explains what each designation includes.

The Zoning Map and Development Code implement the Comprehensive Plan by providing specific development guidelines for each land use designation.—The general nature of each Comprehensive Plan land use designation will guide the uses and standards for the corresponding zone on the Zoning Map and in the Development Code.

**Table 6: Summary of Comprehensive Plan Lane Use Designations and Compatible Zoning Districts**

<b>Comprehensive Plan Land Use Designation</b>	<b>Purpose</b>	<b>Implementing Zones</b>	<b>Description</b>
<b>Legacy Neighborhood</b>	Areas currently developed with low-density housing that were approved prior to the incorporation of Damascus.	<b>Legacy Neighborhood</b>	The Legacy Neighborhood (LN) Zone reflects the existing large lot single family developments to which it is applied. It is intended to generally maintain the existing lot and development pattern with some limited opportunity for infill.
<b>Neighborhood</b>	Neighborhood primarily consists of single-family homes, with some attached housing and small scale commercial uses. Walking and bicycling is encouraged with central community parks and interconnected street networks. Schools and community facilities also may be located in these areas.	<b>Neighborhood Low</b>	The Neighborhood Low (NL) Zone accommodates detached single-family homes and small-scale multi-family housing, such as duplexes and town homes at densities between 4 and 8 dwelling units per acre. Parks, schools, and other civic and institutional uses are also allowed.
		<b>Neighborhood Medium</b>	The Neighborhood Medium (NM) Zone accommodates housing at <u>8-22 units per acre, 12 and 18-dwelling</u> units per acre. Parks, schools and other civic and
		<b>Neighborhood Commercial</b>	The Neighborhood Commercial (NC) Zone accommodates retail, service, and professional business uses limited in size to be consistent with neighborhood character. Housing is allowed at 12 to 15 dwelling units per acre in mixed use developments. Civic and institutional uses are also allowed.
<b>Village</b>	Villages are complete communities with local businesses such as grocery stores, restaurants, other small-scale services and a variety of housing types. Villages serve residents with an identifiable center, walkable interconnected streets, open space, parks, schools and other community facilities.	<b>Village</b>	The Village (V) Zone applies to urban focal points or centers within designated areas. They represent opportunities for a mix of community-oriented businesses such as grocery stores, restaurants, and other small-scale services with higher-density housing and mixed-use development. Housing is allowed at 20 to 22 dwelling units per acre.

<b>Center</b>	Centers are focal point areas which hold a variety of commercial, retail, office, entertainment, and government uses.—Housing includes condominiums/apartments, town homes and single-family residences. Interconnected networks of streets allow for easy walking and bicycling, with opportunities for civic, educational and community facilities.	<b>Center</b>	The Center (C) Zone is applied to the commercial and civic core of the community. It represents opportunities for mixed-use development, with a variety of commercial and office uses, and high-density housing.—The Center also represents opportunities for civic facilities. Housing is allowed at 22 to 40 dwelling units per acre in mixed use developments.
<b>Employment</b>	Employment areas meet current and future opportunities for light industrial, distribution, corporate office parks, general offices, industrial parks, medical offices, hospitals, college campuses, and limited retail to support nearby employees and business needs.	<b>Employment</b>	The Employment (E) accommodates a range of industrial and commercial land uses.—The zone is intended to provide for land use compatibility while providing a high-quality environment for businesses and employees. Typical uses range from light manufacturing and fabrication to business and industrial campuses. Supportive limited commercial uses as well as civic uses are also allowed. Housing is allowed at 20 to 22 dwelling units per acre in conjunction with commercial or industrial use above the ground floor.
		<b>Industrial</b>	The Industrial (I) zone is intended to meet the requirements of Metro's Title 4 requirements for Regionally Significant Industrial Areas (RSIA), provide suitable locations for heavy industrial uses (e.g., raw materials processing; and manufacturing, assembly, packaging or distribution of heavy or large goods) that would not otherwise be compatible in other districts. These lands are designated as Regionally Significant Industrial Areas due to their size, availability of nearby utilities, or their proximity to a major transportation route.

## **Special Places**

The following section includes specific language describing areas of high environmental importance.

### 1. Village Mix-Use Areas

The three areas on the Plan map that are designated as Village Mix-Use are areas with a mixture of commercial, employment, residential and public activities. Ideally, the three Village Mix Use areas would be redeveloped under a common master plan. The vision for these areas involve environmental and community design issues. New development in these areas shall be consistent with or complimentary to the following objectives:

- a) Encourage consolidation of smaller lots to allow for master plans of larger areas
- b) Manage and make most of the special development opportunities provided by existing topography and natural features such as floodplain, wetlands, and streams
- c) Enhance and add to the aesthetic and environmental quality of resources by encouraging both private and public open space opportunities and integrate natural elements and systems, including trees and vegetated stormwater management systems.
- d) Retail and commercial uses should be compatible and complementary with adjacent residential uses. Uses are intended to be neighborhood oriented to serve the local resident but may include service commercial and office uses provided that they are found to be consistent during the development review process. Uses should interrelate to each other to create a dynamic and vital sense of place
- e) These areas should emphasize friendly pedestrian design to create walkable commercial development that forms linkages between buildings, storefronts, walkways, plazas and parks
- f) The city will work with property owners to identify appropriate street alignments that provide needed access and circulation serving adjacent properties
- g) A "main-street" pedestrian-orientated feel and look is encouraged where retail and commercial development is proposed. On-street parking will need to be provided as appropriate to achieve the main street character.
- h) Encourage these areas to be designed with energy and environmental

innovation and building program standards that will have positive impact on the environment. Developers may choose to utilize U. S. Green Building Council's Leadership in Energy & Environmental Design (LEED) standards, Net Zero Certification through the Living Building Challenge, the U.S. Environmental Protection Agency's GreenChill Program, and technologies (geothermal, solar, wind turbines, and water-reuse), standards or programs that encourages conserving resources and reducing pollution.

## 2. Land Outside Public Facility Planning Area

Comprehensive Plan requirements include infrastructure planning to support proposed lands uses for a 20-year planning period. Based on current growth patterns and proximity to existing services and transportation systems, development is expected to be concentrated on the west side of Damascus. The proposed zoning map indicates the area that falls outside of the 20-year planning horizon for infrastructure improvements. However, this area does not preclude development at comprehensive plan densities if all needed infrastructure -- transportation, water, wastewater, stormwater -- is available or if appropriate alternative technologies can be used to adequately support the new development.

Lands outside the public facility planning area proposing density higher than interim development may redevelop under a common master plan that utilizes place sensitive infrastructure. This may include establishing, improving and maintaining public rights-of-ways, public facilities including water, stormwater, wastewater, and other services in ways that acknowledge or respond to their physical, environmental and community context. The design of the public facilities in this area must be compatible within the area that they are located to minimize negative impacts. Development of this area shall be consistent with or complimentary to the following objectives:

- a. Natural Systems – Protection and improvement of natural systems for their value in providing infrastructure services that reduce energy use, encourage beneficial reuse of waste, and reduce the footprint of all infrastructure facilities.
- b. Shared costs – Cost of providing public facilities and services should be shared by those who benefit from the provision of those facilities and services. If the facilities are public the cost to recover maintenance and operation should be considered to be appropriate for all desired levels of service to all Damascans. This means that if providing service is higher in an area due to a developed system or land features such as topography not all Damascans are paying for that cost.

a. ~~c.~~ Flexible Design – Flexible, innovative design which will result in a development having minimal impact on natural features, sensitive lands, and the built environment will be encouraged. The Planning Commission will have authority through the Planned Unit Development and Site Design Review processes to vary design standards to reflect reduced impact stemming from innovative design and construction practices. The types of projects which will be encouraged include:

- Housing or commercial buildings designed to consume net zero levels of energy on an annual basis.

Housing developments or commercial buildings fully managing water on-site so as to reduce the need for conventional domestic water and sewerage systems, and so as to assure surface water quality and characteristics consistent with or better than native conditions.

Housing that incorporates fire protection sprinkler systems.

## **LAND USE & COMMUNITY DESIGN POLICIES**

**Policy 1:** Require the Comprehensive Plan Map to allow for a range of land use designations (housing, jobs) to support a variety of uses for development of a full service community.

Implementation Strategy:

- Allow for neighborhood zoning flexibility that provides for services that are within walkable distances.
- The Development Code shall include provisions for food production, processing, sales and distribution throughout a range of zones within the City.

**Policy 23:** Create a variety of techniques to help new development be compatible

with existing surrounding developments.

Implementation Strategy:

- Create transitions in building scale in locations where higher intensity uses is adjacent to single-dwelling zoning.
- Create transitions that maintain the rural character and enhance major natural areas, open spaces, or constructed features as boundaries and buffers as a transition between intensity of uses.

**Policy 32:** Strive to reflect the area's pioneer history and rural character through design of the community and encourage development in Damascus to provide community gathering places, well-designed buildings and attractive entrances into our community. transportation options.

Implementation Strategy:

- Consider features or iconic structures that strengthen the local identity and strive to reflect the area's pioneer history and rural character through the design of community. Consider these at
  - Entrances into the community
  - High visibility intersections
  - In the Mixed-Use Village and Center areas
  - Public parks and open spaces
- Provide City resources for a permanent farmers' market in the City.

~~**Policy 3:** Create a variety of techniques to help new development be compatible with existing surrounding developments.~~

**Policy 4:** Strive to reflect the area's pioneer history and rural character through design of the community

**Policy 5:** Protect or moderate the effects of destruction or inappropriate development of identified historic and archaeological resources.

Implementation Strategy:

- Include design criteria in the Development Code to ensure compatibility with the

identified historic and architectural character of the community.

**Policy 6:** Require new development to comply with Federal, State and local noise regulations.

**Policy 7:** Encourage a variety of energy efficient strategies throughout the community.

Implementation Strategy:

- The City will support principles of energy conservation through outreach and education programs.
- The City will incorporate eco-friendly (green) building principles into public buildings and facilities.
- The City will support public and private development that uses innovative technologies and programs and initiatives that are designed to achieve energy systems with zero waste. Technologies and programs include, but are not limited to: International Code Council National Green Building Standards, National Green Building Standards, U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED), Net Zero Certification, U.S. Environmental Protection Agency certifications, energy efficient building materials, wind, solar, water and geothermal systems.
- The City shall encourage energy efficient developments with a range of incentives, such as fee credits and/or fast track approvals, etc.
- The City shall adopt energy efficient street lighting standards.
- The City shall encourage the development of compatible alternative energy sources.
- The City will support new technologies that are energy efficient.



## CHAPTER 3 INFRASTRUCTURE

### SECTION ONE PUBLIC FACILITIES

#### ***Our Community Goal***

“Damascus is to provide for a timely, orderly, and an efficient arrangement of public facilities and services allowing a framework for community growth.”

#### **Overview**

City infrastructure plays an integral role in the City’s Comprehensive Plan because the timing and placement of basic urban services and general public facilities (sanitary sewer, storm drains, solid waste, water, streets, energy, communication facilities, and schools) will influence the rate and direction of the community’s growth. This section serves as a guide that indicates general locations, development policies, and priorities for City infrastructure needed in the community.

#### **General Public Facilities**

Many facilities, such as schools, pump stations, electrical substations, and water storage reservoirs do not have many alternative locations, as they must be accessible to the area they are intended to serve. Consideration of impacts on the surrounding environment will play a key role in designing, constructing, and maintaining facilities, because often times there are limited siting choices. Long-term maintenance costs and their impacts on local budgets need to be considered early in the design phase of the facility.

#### ***City of Damascus Public Buildings***

City Hall is located in the Damascus Square Shopping Center in the heart of the existing commercial core area. City Hall provides space for the City’s current employees plus City police and code enforcement services which are contracted through the Clackamas County Sheriff’s Office, the Municipal Court, and public meeting spaces. City Hall also

serves as the City's Emergency Operations Center. A long-term goal of the City Council is to relocate City Hall to a larger facility that will serve the additional needs of storage, and for staff, meeting areas, and development services. The existing space will continue to serve the community but may need to be relocated within the 20-year planning period.

The City's Police Department will be moving into a new facility in 2013, located within the existing commercial core. This new facility will continue to serve the needs of the City for the planning period.

### *Schools*

Five school districts serve Damascus: Centennial, Gresham-Barlow, North Clackamas, Oregon Trail, and Estacada. There are also three private schools operating within the City limits. Each district is required by the State to complete and update a long-range facility plan to ensure that each district will have capacity for forecasted enrollment for a 10-year period. Each district's long-range facility plan is included in the appendices of Our [Legacy Plan](#).

The Gresham-Barlow School District serves the largest portion of Damascus. The district owns a fifty-acre site on the southeastern edge of the community for a future high school. The district updated its long-range facility plan in 2012. The plan does not propose the planning or construction of the high school prior to 2022. The long-range facility plan also shows that the existing Deep Creek Elementary and Damascus Middle Schools have sufficient capacity through 2022 to serve the forecasted enrollment.

The North Clackamas School District owns two properties on the west side of Damascus intended for future elementary schools. The planning and construction of the schools will be determined in the district's long-range facility plans.

### *Solid Waste*

A private franchise hauler collects solid waste from Damascus and delivers it to the Regional Garbage and Recycling Transfer Station in Oregon City. The City of Damascus has implemented outreach and education programs about waste collection and recycling. The local hauler provides recycling bins for each residence to help facilitate the City's recycling program. In the Carver area, yard debris is collected from curb side each week.

### ~~Storm Drainage~~Surface Water Management

The City contains eight drainage basins: Clackamas River, Deep Creek, Johnson Creek, Kelley Creek, Noyer Creek, Richardson Creek, Rock Creek, and Sunshine Creek. Within each basin, storm drainage is generally handled by a system of culverts, open channels, and ditches. Little storm water infrastructure is currently present, with the exception of a network of pipes located at the Rock Creek Junction area operated by the Clackamas County Environmental Services. Although difficult to measure directly, the complex pasture, cropland, forested areas, wetlands, and riparian corridors within the City also provide many storm water benefits. The City should use where appropriate and most beneficial, the capabilities of its' natural features (rivers, creeks, vegetation, and soils, etc.) to reduce the damaging effects of runoff. This will, ~~and~~ minimize the amount of built storm water infrastructure needed, ~~to and preserve rural character~~ and enhance stream health and wildlife habitat.

### *Waste Water*

At present, the majority of the residents and businesses within Damascus are currently served with onsite septic systems. Septic systems for flows greater than 2,500 gallons per day require a Water Pollution Control Facility Permit to be issued by the State of Oregon Department of Environmental Quality (DEQ). The Safeway, Dairy Queen, Union 76 gas station, and Damascus Square Shopping Center operate under such permits. Septic permits for flows less than 2,500 gallons per day are issued and enforced by Clackamas Water Environmental Services and the DEQ on site County representative.

Clackamas Service District No. 1 serves portions of the Carver area as well as the Rock Creek Junction area. Sewers serve a total of approximately 307 acres and approximately 600 customers. This is the only area of the City currently served with sanitary sewer.

### *Water*

The Sunrise Water Authority, Boring Water District No. 24, and a large number of private wells satisfy existing water demand in our community. The Sunrise Water Authority serves approximately 47% of the land area within the City's boundaries with public drinking water, and the Boring Water District serves approximately 1%. In close proximity to Damascus are also the Clackamas River Water District, Gresham Water District and the Portland Water Bureau. Both Portland and Gresham receive much of their drinking water supply from the City of Portland's Bull Run Reservoir, and these water supply pipelines run through Gresham just north of Damascus.

The City will need to work with water service providers and enter into intergovernmental agreements for provisions of water in a timely manner. *Utilities*

The City is served through private and public utilities (electric, gas, cable T.V., etc.). The City needs to coordinate the extension of these utilities to minimize installation costs as new areas of the community are developed. The City of Damascus embraces innovation and support the use of new technologies in its' Vision Statement. Broadband and other technologies can support the existing and future business community.

### **PUBLIC FACILITIES POLICIES:**

**Policy 1:** Require all new development within the City limits to be connected to sanitary sewers, except those that can be provided with acceptable ~~subsurface-~~  
~~alternative~~ disposal systems if a sewer is not available or service is impractical. These systems shall be adequate to protect the health, safety and welfare of the community and incorporate best management practices.

**Policy 2:** Require new development to pay its fair share of the cost of public facilities so existing residents and tax payers do not pay an unfair amount for services.

**Policy 3:** Require all new development and redevelopment to place utility lines underground. If it is unfeasible to place the facilities underground, above-ground facilities shall be designed to fit the landscape.

**Policy 4:** Coordinate with public facility service providers to plan adequate services to support urban development in a timely manner.

**Policy 5:** Require any portion of a riparian corridor used for storm water management to be placed in a public utility easement.

**Policy 6:** Encourage school districts, public and private institutions, Clackamas County, and City to work together to co-locate facilities and programs to be multi-functional neighborhood anchors, designed and programmed to serve community members of all generations and abilities.

**Policy 7:** Consider the effect of housing investments on school enrollment.

**Policy 8:** Coordinate with the school districts serving Damascus in the development

of the districts' long-range facility plans to ensure that school facility plans are consistent with the community's goals and policies.

**Policy 9:** Encourage investments, development and partnerships to provide broadband and other technologies to schools, businesses, and residences in the city.

## SECTION TWO- TRANSPORTATION

### ***Our Community Goal***

“Damascus is to provide a transportation system that is safe, convenient, accessible and economically feasible that incorporates a range of transportation option.”

### **Overview**

As Damascus grows, improvements will be needed to accommodate the increase in local and regional transportation demands. The Damascus street system of today is primarily made up of narrow two-lane roads that carry significant levels of traffic.

Arterials serve local access, regional, and interstate traffic. Clackamas County and the Oregon Department of Transportation (ODOT) own approximately 13 miles of arterials within the City limits. Other streets include privately owned roads, City streets, County roads and State highways. Highway 212 is designated as a freight route in County, regional and State plans. It is also designated as a Statewide National Highway System route, which highlights the importance of the route to regional and state access and freight connectivity.

Streets in Damascus do not have bicycle or pedestrian facilities except for sidewalks along a limited section of Highway 212 in the existing commercial areas and in a few new subdivisions in the Carver area. A lack of facilities combined with a dispersed land use pattern and significant levels of traffic travelling at high speeds make walking and biking dangerous throughout the area.

Transit service is limited to two bus lines provided by TriMet including a park-and-ride lot in Carver. The majority of the Damascus area is located outside the TriMet service boundary.

### **TRANSPORTATION POLICIES:**

**Policy 1:** Maintain and improve the local and regional transportation system for all modes of travel.

Implementation Strategy:

- Adopt a level-of-service standard to assess impacts to the transportation system.

- Adopt Transportation Demand Management (TDM) strategies in the Transportation System Plan (TSP).
- Adopt Transportation System Management (TSM) strategies in the Transportation System Plan (TSP).

**Policy 2:** The City's transportation system should minimize impacts to the natural environment and the design should reflect the community's rural character while ensuring efficiency and connectivity [for both people and wildlife](#).

**Policy 3:** Require all new streets and pathways be designed using best management practices to reduce impacts to the environment.

Implementation Strategy:

- [Incorporate infrastructure such as large canopy trees, landscaped stormwater facilities, swales, permeable surfaces and other techniques as needed into street design. This will improve stormwater management and to contribute to the rural character of the community.](#)

**Policy 4:** Preserve, maintain and enhance transportation options through safe, efficient, and cost effective measures for all modes.

**Policy 5:** Provide transportation options, including transit, for the City's transit dependent population, seniors, and physically-challenged residents.

**Policy 6:** Establish development standards and design guidelines to promote safe, convenient alternative modes of travel including walking and biking.

**Policy 7:** Strive to increase the percentage of bicycle and pedestrian users within the City through the maintenance and preservation of safe, convenient, and efficient pedestrian and bicycle systems.

Implementation Strategy:

- Incorporate bike facilities into all multi-family, commercial, institutional and industrial developments, through the Development Code.

**Policy 8:** Create transit, pedestrian and bicycle facilities that connect existing and future employment, commercial uses, and neighborhoods.

Implementation Strategy:

- Allow pedestrian and bike paths and lanes to be located both within, adjacent to, or separate from public streets and roadways.



**Policy 9:** Establish and employ strategies for using the existing road system and its capacity efficiently before building new roads and all new streets shall be located with consideration to how existing development is impacted, supported, or leveraged for future investment.

**Policy 10:** Establish efficient and effective freight transportation infrastructure that is developed and maintained to support local and regional economic needs and plans.

**Policy 11:** Establish creative, cost effective and fundable solutions for near and long-term transportation system needs.

**Policy 12:** Create strategies that enable new transportation projects to be constructed in phases that can be funded.

**Policy 13:** Establish street design standards that are flexible and allow for appropriately-sized streets given the traffic volume, topography, adjacent land uses, social, economic, and environmental considerations.

**Policy 16:** Provide flexibility in the transportation infrastructure to accommodate existing land uses and future land use aspirations.

**Policy 17:** Minimize the potential for Highway 212 as a barrier to community cohesion while maintaining highway function.

Implementation Strategy:

- Work with regional and State transportation jurisdictions to coordinate planning, construction, and maintenance activities related to highways and roadways.

## CHAPTER 4

### STEWARDSHIP OF OUR ENVIRONMENT

#### ***Our Community Goal***

“Damascus is to balance the development needs of our growing community with responsible stewardship of its natural environment and, therefore, will manage land uses in a way to: prevent the loss of life; reduce risks to property; [provide habitat](#), protect our natural resources, and encourage energy conservation.”

#### **Natural Resources**

One of the qualities making our community such a special place is its' variety of natural resources and landscapes – buttes, wetlands, streams, forests, wildlife, the Clackamas River and more. These natural resources and open spaces add to the quality of life, contribute to the rural feel and identity of the area, and serve important ecological functions. The forests and riparian areas provide important environmental, economic, and social functions including the following: water quality protection, stream flow moderation, water storage to reduce soil erosion and surface runoff, scenic views, fish and wildlife habitat, carbon sequestration, groundwater recharge, timber production, and recreation.

#### **Natural Hazards**

The forested buttes and ravines that make Damascus such a great place to live and play often are associated with natural hazards – such as landslides, erosion and flooding. Development and tree removal on steep slopes can increase the likelihood of landslides, erosion and downstream flooding. Maintaining natural vegetation adjacent to water areas reduces runoff, helps to limit downstream flooding and improve water quality. Appropriate forest management techniques can also limit wildfire potential in wooded areas.

#### **The Natural Resources and Natural Hazards Inventory**

In 2007, Damascus conducted a comprehensive Natural Features Inventory (NFI) that described and mapped natural resources and hazards throughout the city's 16 square-mile area (10,333 acres).

Natural resources include wetlands, riparian corridors, wildlife habitat area, groundwater resources, and the Clackamas River Scenic Waterway. Together, these resources cover about one-third of Damascus. Wildlife habitat is categorized as Class, A, B, and C – with Class A being the highest quality. The City's forested buttes and ravines have the most Class A wildlife habitat.

Natural hazard areas are frequently found with natural resources, and include areas with steep slopes, historic and potential landslide areas, high groundwater, artificial fills, potential wildfire risk areas, forest windthrow and flooding. Notably, landslide and wildlife potential is greatest in steeply-sloped hillsides and ravines that also have the highest concentration of high quality wildlife-habitat.

In response to concerns about the accuracy of the original NFI and the City's regulatory policy framework, the City Council funded an update of the NFI in 2012. The City asked each property owner with mapped natural resource site(s) to participate directly in an update of the inventory by authorizing the consultants to visit their property. Over 140 private property owners took advantage of this opportunity – and most spoke directly with the City's consultants about future development plans in relation to natural features on their property. Based on field observations and policy changes recommended by the Planning Commission, the inventory maps changed for over a third of the properties visited. Of equal importance, the City benefited directly from property owner comments during the update process of over 200 properties.

The following summarizes key information in the Damascus Natural Features Inventory:

**Wetlands:** The 2007 NFI identified 23 significant wetlands covering approximately 145 acres. As a result of site visits in 2012, two wetlands were reduced in size and one wetland was eliminated from the inventory because "significance" criteria were not. Rather than having individual property owners pay the cost of hiring wetland scientist to document these changes, the City agreed to absorb the cost of changing the state – approved "Local Wetland Inventory" based on 2012 on-site field work.

**Riparian Corridors:** The 2007 NFI mapped a total of 1,566 acres of "significant riparian corridors" – streams, rivers and adjacent vegetation. Inventoried streams and their tributaries include Kelly, Badger, Noyer, Richardson, Rock, Sunshine, and Deep Creeks and the Clackamas River. As a result of site visits and the use of advanced "Lidar" technology, the location of many smaller streams was adjusted on official inventory maps. A few smaller streams were removed from the inventory because they had been

pipied, re-directed or did not meet applicable standards.

As a matter of local policy, the riparian width all perennial streams and streams draining more than 100 acres are consistent with the minimum regional standards (ranging from 50 feet to 200 feet in deep ravines. The riparian width of intermittent streams draining 10 – 100 acres is 50 feet. the Planning Commission decided to reduce the width of riparian corridors consistent with the minimum regional standards (ranging from 15 ft. for small streams in the flat areas to as much as 200 feet in deep ravines). These buffers widths will help effect of this change was to reduce the increasing regulatory costs burdens on for stormwater management valley property owners while continuing to protect the more sensitive, forested streams in and at the base of the buttes and near the Clackamas River. Property owners who have identified habitat or riparian areas on their lands have a choice to enter into programs to reduce taxes. These programs are offered through the Department of Fish and Wildlife.

Wildlife Habitat: The 2007 NFI mapped 3,338 acres of significant wildlife habitat across Damascus – about a third of land area in the City. Almost half of this area was classified as Class A habitat (typically established, connected forests near water). The remainder was Class B habitat (typically younger forests near water) or Class C habitat (typically isolated patches of forest or grass/shrub vegetation near water). On-site visits resulted in several minor changes to wildlife habitat classifications. However, one large forested area was changed from Class B to Class A habitat, and another was changed from B to A habitat, based on classification criteria. There are 1,686 of Class A and 1,240 acres of Class B 2012 inventoried habitat.

## **Air and Water Quality**

Clean air and water is vital for life. As our community grows, so will the potential to contaminate air, water, and land resources. Cooperation among all levels of government and people is critical to protecting these resources. State and Federal agencies, including the Federal Environmental Protection Agency (EPA) and the Oregon Department of Environmental Quality (DEQ), have a primary role in monitoring and enforcing quality standards.

To ensure access to clean air, the Federal Clean Air Act was created as the primary regulatory framework for national, State, and local efforts to protect air quality. Air pollution is both a regional and local problem and does not know political boundaries. The City of Damascus is part of the Portland Area Airshed (PAA), which is defined by

the Metro service boundary. The airshed is influenced by the topography and climate of the Willamette Valley Basin and the human activities in the Metro area which pollute the air. The Metro area has the highest risks from toxic air pollution out of any region in Oregon. In the winter, cold air creates temperature inversions that reduce air mixing near ground level, resulting in high concentrations of carbon monoxide. Pollution problems can also occur in spring, summer and fall when winds are light. The City of Damascus can have a positive impact on air quality. Land use, transportation and public facility planning can promote land patterns and transportation systems that encourage alternative modes of transportation – walking, biking, and public transit. The City can protect natural areas and mature trees, and promote and participate in community tree planting efforts to improve both air and water quality.

Our community contains a mix of pasture, crop land, forested areas, wetlands, and riparian corridors that provide many storm water benefits – primarily flood storage and reduction of surface runoff. Water pollution anywhere in a drainage basin not only affects the nearest stream, but also all other downstream waters, neighboring communities and potential groundwater. There are 4 active public water systems using groundwater wells within the City of Damascus. Sunrise Water Authority serves a population of 40,374 and the remaining smaller water systems (Kingswood Heights Water Co-Op, Riverview Mfg. Home Court, and Carver Mobile Ranch) serve approximately 600 people. In addition, Damascus is within the source area for 4 public water systems (serving almost 400,000 people) that use intakes on the Clackamas River for drinking water. There are certain land uses that have the potential for contaminating ground water including: industrial facilities, roadways, septic tanks/leach fields, sewage treatment plants, small acreage land management, agricultural runoff and automotive service/repair facilities. Sunrise Water Authority serves almost half of Damascus and the Boring Water District serves one percent. Many of the existing homes and businesses use drinking water provided by individual groundwater wells. In addition, agricultural wells for farms and landscape nurseries are served by groundwater.

Sunrise Water Authority and the Boring Water District serve Damascus. Our community is located in a Groundwater Limited Area, designated by the Oregon Water Resources Department. This designation is intended to “protect existing water rights by preventing excessive groundwater declines, restoring aquifer stability and preserving aquifers with limited storage capacity for designated high value public uses”.

The quality of water in our streams, rivers, wetlands and aquifers is important to the

health and welfare of the community as well as the fish and wildlife that rely on clean water for habitat. The Clean Water Act (CWA) was enacted to limit people's harmful impacts on water quality. To comply with the CWA, Oregon's DEQ established Total Maximum Daily Loads (TMDLs). A TMDL is a calculation of the maximum amount of a pollutant that a body of water can absorb, and still meet (not violate), water quality standards. TMDL's apply to waters that do not meet water quality standards and is a

tool used to fight water pollution. Section 303(d) of the CWA requires States to identify and list all impaired waters.

An analysis of the pollutant loading was conducted to estimate the increase in pollutants from existing to future buildable conditions in Damascus that are relevant to TMDLs that have been established by DEQ for receiving waters in and around the City. Pollutants that are of concern for TMDLs for Damascus includes Temperature, E. coli, fecal coliform, and total phosphorus, DDT, dieldrin and polychlorinated biphenyl (PCB) were also on the 303(d) list. EPA added two pesticides (dieldrin and chlorpyrifos) and biocriteria to the 303d list of impairments in the Clackamas Sub-basin in 2012. The biocriteria listing represents impairment of the aquatic biological community compared to reference conditions; DEQ's analysis shows that impairment is related to high temperatures and sedimentation. In general, every basin doubled for E. coli and fecal coliform loads from existing development to build out because of the increase in development. However, a larger increase (over 300%) occurred in two basins: Noyer and Sunshine Creek. This is because of the difference between the existing uses (rural and agricultural) and the commercial, industrial, and residential developments planned for the area. The 2006 Willamette Basin TMDL lists Damascus as a jurisdiction that manages land and water resources and has control over sources of pollution; The TMDL assigns Damascus reduction targets for temperature, bacteria and mercury. DEQ has accepted the City's TMDL Implementation Plan that specifies the steps the City is taking or will implement to reduce those pollutants to the Clackamas River.

## **NATURAL FEATURES POLICIES**

**Policy 15:** Protect identified natural resources while balancing with development rights.

**Policy 24:** Ensure protection of life and property through best management practices.

Implementation Strategies:

- ~~The intensity of development in hillside areas will be correlated with degree of hazards.~~
- ~~Development on lands with slopes of 25-34.99% shall be limited to one unit per three acres and shall avoid significant streams, natural drainage ways, significant wildlife habitat, and forested areas to the maximum extent practicable.~~
- ~~Development on slopes of 35% or greater is limited to one unit per 5 acres.~~
- Geologic hazards (steep slopes those greater than 25%, and mapped historical and rapidly moving landslide areas) shall be evaluated in detail by a Certified Engineering Geologist (C.E.G.) through a geologic assessment prior to development with an independent third-party review required in the Development Code.
- Surface water flowing from an existing property or new development shall be controlled such that it does not negatively impact public or private property by increasing flow, concentrating flow, or fueling erosion that was not present beforehand. Surface water will be managed and treated as necessary to assure water quality and characteristics consistent with natural conditions.
- Through programs and incentives, the City shall promote maintenance and preservation of riparian vegetation to protect water quality.
- Defensible space shall allow for the protection of residential structures from wildfires in the wildland-urban interface.

**Policy 3:** Development on slopes greater than 25% is prohibited except for a single family dwelling on a lot of record at the time of the adoption of this Plan.

**Policy 42:** Encourage a variety of programs and incentives to protect and enhance identified natural resource areas.

Implementation Strategy:



- The City may pursue funding for the acquisition, protection and enhancement of natural resource areas through private and public groups, and Federal, State and regional agencies.
- [Encourage volunteer tax deferral programs for wildlife and riparian habitats.](#)

**Policy 53:** Prioritize and set aside land for open space, stormwater management, wildlife habitat, water quality, preservation of rural character, or other community needs as development occurs.

**Policy 64:** Protect Class A and B wildlife habitat through a combination of actions that include:

- Meeting the [25%](#) open space requirement at the time of development for [residential and employment development](#). [all subdivisions.](#)
- [Limiting hillside development standards in Policy 1.](#)
- Avoiding development in ravines associated with natural drainage ways, rivers, and streams.
- [Establishing wetland buffers.](#)
- Meeting state and regional water quality and floodplain standards.

~~**Policy 5:** Protect identified natural resources while balancing with development rights.~~

**Policy 6:** Protect wetlands and riparian corridors consistent with applicable local, State and Federal laws and regulations.

- The City shall maintain and comply with the Oregon's Scenic Waterway designation for the Clackamas River.
- Ensure development in floodplains is consistent with applicable State and Federal laws and regulations.
- To ensure public safety no encroachment into FEMA mapped floodway will be allowed without State and Federal permits.

**Policy 7:** Require compliance with all applicable Federal, State and regional agencies on air quality standards.

**Policy 8:** Establish a management plan for publically-owned open spaces.

**Policy 9:** ~~Implement~~ Establish best practices and innovations to enhance the functions of natural systems for stormwater management including the use of swales, trees and vegetation.

**Policy 10:** Maintain a monitoring records system of surface water as it leave our jurisdiction at the designated waterways of Sunshine, Rock, Richardson, Noyer, and Kelly Creeks.

Implementation Strategy:

- Continue to work with agency partners including watershed councils, Clackamas County Soil and Water Conservation District, and the Johnson Creek Inter-jurisdictional Committee that monitor water quality.

## CHAPTER 5

### MANAGING OUR PLAN

#### ***Our Community Goals***

“Our Plan is coordinated with the policies of governmental partners and acknowledges Damascus’ role within the region.”

“Our Plan is carried out through a variety of implementation tools, both regulatory and non-regulatory, that are implemented in a coordinated and efficient manner.”

“Damascus’ implementation tools balance providing certainty for future development and providing flexibility and opportunity for innovation, while protecting the public interest.”

#### **Why is this Important?**

Our [Legacy Plan](#) anticipates land use and significant capital project investments needs for the next 20 years, no plan that is as broad in scope or as comprehensive in its application as this Plan can be wholly relevant for 20 years. Changing needs, new technologies and innovations, and shifting perceptions may make it necessary and reasonable to update parts of Our [Legacy Plan](#). Our [Legacy Plan](#) is based on the most current research, inventories and analysis available. The technical documents adopted as part of the “factual basis” for Our [Legacy Plan](#) provide an analysis of existing conditions and forecasts of future conditions in Damascus on which to base policy. As conditions change over time, policy choices will be evaluated and new research will be conducted to inform the public and decision makers.

This chapter of the plan explains the relationships among the various components of the Comprehensive Plan and provides guidance on how to amend the plan, while maintaining consistency with the plan’s vision.

#### **How will the City grow over time?**

Damascus is planning for housing and employment to serve future population growth. The City seeks to make the most efficient use of resources, ~~with resiliency in mind,~~ and

setting policies that respect the community's Core Values for maintaining the rural character, protecting special places, and providing habitat ~~feel~~ while creating a community where people can live, work, play, shop, and learn.

Our [Legacy Plan](#) must address the transition from the existing rural community to a sub-urban community. The transition will be gradual and this change will not happen overnight. Cooperation between land owners, the business community, the city, service providers, special districts and other development partners will to be achieved throughout the process to address how to make use of scarce resources such as fiscal constraints and efficient use of land for development.

### **A Partner within the Region**

Our [Legacy Plan](#), will need to be coordinated and implemented in a manner that should consider the effects of its' policies and fiscal health of partner agencies, including school districts, the counties and the region. Damascus is part of region and state and Our Plan will need to be consistent with regional and state requirements.

### **Damascus Development Code**

The Development Code includes the subdivision process, official zoning map, and zoning district regulations that divides the community into residential, commercial, industrial, and other land uses based on [Our Legacy Plan](#). Each zoning district has standards and regulations that determine the allowed uses on that land and the standards to which new structures must conform, such as building height, yard setbacks, and landscaping requirements, etc. The Development Code consists of text found in Damascus Municipal Code Title 17.

The subdivision standards provide the City with standards and regulations for the approval of new subdivisions and land partitions. It includes design standards for streets, blocks and other improvements. The standards provide the application procedure for approval of all land divisions or property line adjustments within the City. The standards relates to the Comprehensive Plan by assuring good design of residential areas and location of public facilities.

The Development Code and Zoning Map fulfill two major roles. First, zoning promotes the public health, safety, and general welfare of our community by allocating appropriate land uses. Secondly, the Development Code implements the Comprehensive Plan. In a broad sense, the Development Code encourages the orderly development of the community and implements the Comprehensive Plan. The Development Code

provisions and Zoning Map can be amended. Amendments shall be consistent with our Comprehensive Plan. If proposed amendments to the Development Code and Zoning

Map do not comply with our Comprehensive Plan, the Comprehensive Plan must also be amended so that the two documents correspond.

### **Updating the Plan**

Making the Comprehensive Plan a basic part of the community's planning process and an ongoing active function of City government will keep *Our [Legacy Plan](#)* as a viable and useable policy document.— *Our [Legacy Plan](#)* needs to be updated occasionally for the following reasons:

- ✓— **To accurately reflect changes in the community**
- ✓— **To ensure integration with other policies and code language**

~~It is anticipated the Plan, and the associated Plans and Development Code, will be updated on a biannual basis as needed:~~

### **Periodic Review**

The State requires cities to update their Comprehensive Plans through Periodic Reviews. The Department of Land Conservation and Development initiates Period Review every seven years to ten years, or when changing conditions require an update to comply with state laws. Periodic Review requires public engagement and is a cooperative process between the state, local governments, and other agencies.

### **Post Acknowledgement Plan Amendment (PAPA)**

A Post Acknowledgement Plan Amendment process acts as the other way to change or update the Comprehensive Plan (outside of Periodic Review).— *Our [Legacy Plan](#)* must comply with state law, Statewide Planning Goals, regional requirements. The PAPA process allows the City to make changes

### **Managing the Comprehensive Plan Policies**

1. The City Council may amend the Comprehensive Plan after referral to the Planning Commission for review, revisions and recommendations.
2. Property owners, their authorized agents, Planning Commission or the City Council may initiate a Comprehensive Plan amendment.

3. Changes to the Plan shall be made by ordinance after public hearings.
4. An amendment to the Plan shall be considered when one or more of the following conditions exist:
  - a. Updated data demonstrates significantly different trends than previous data;
  - b. New data reflects new or previously undisclosed public needs;
  - c. New state, local, regional statutory changes significantly affect the applicability or appropriateness of existing plan policies.
  - d. Change in community needs and values
5. Maintain interagency coordination agreements with jurisdictions and agencies that provide public facilities and services within the city.
6. Maintain that the Comprehensive Plan is consistent with state and regional requirements.
7. Adopt and maintain the following inventories and analysis: Economic Opportunities Analysis (EOA), Buildable Lands Inventory (BLI), Natural Features Inventory (NFI), and Housing Needs Analysis (HNA).